

Virginia Opioid Abatement Authority Application for Individual Awards to Cities and Counties

1. Contact Information

- a. Name of City or County: City of Galax city county
- b. Physical address: 111 E Grayson St, Galax, VA 24333
- c. Mailing address: Same
(if different than physical address)
- d. Contact Person for this application
- i. Name: Jolena Young
- ii. Job Title: Grants Administrator
- iii. Office Phone: 276-236-9944 Cell Phone: 276-233-3231
- iv. Email: jyoung@galaxva.com

2. Distribution Information

- a. Provide the following regarding how the city or county has used (or is planning to use) its direct distributions (from the settlement administrator):
- i. For the **Distributors Settlement**:

Amount of direct distributions received during FY2023 (Amounts can be found here)	\$11,259
Amount appropriated by the governing body in FY2023	\$11,259
FY2023 actual expenditures	\$0
FY2023 encumbered but not yet expended	\$10,000
FY2023 remaining unspent and unencumbered balance	\$1,259
FY2024 anticipated direct distribution from Distributor Settlement (Amounts can be found here)	\$5,940

ii. For the **Janssen Settlement**:

Amount of direct distributions received during FY2023 (Amount can be found here)	\$24,523
Amount appropriated by the governing body in FY2023	\$24,523
FY2023 actual expenditures	\$0
FY2023 encumbered but not yet expended	\$0
FY2023 remaining unspent and unencumbered balance	\$24,523

iii. Provide a narrative reflecting the uses (actual or planned) of the direct distributions for the city or county from the Distributors and Janssen for both FY2023 and FY2024. Include a description of project(s) funded with these direct distributions, the target audience or population, names and responsibilities of subrecipients or contractors, and any outcomes that have been achieved. If no funds have been used, state the city or county's plans for these funds. (Attach additional sheets if needed).

The City of Galax distributed a request for proposals to local organizations involved in opioid abatement. To date the City has received 3 requests:

Recovery Drug Court requested \$10,000 as match to a cooperative grant application. The City Council through resolution has appropriated the match. If the cooperative grant is not awarded, the City will develop an agreement with the Recovery Drug Court to reimburse up to \$10,000 in expenses for transportation, emergency housing, and exercise equipment.

The following will be presented for allocation at the June 2023 Council Meeting:

To Mount Rogers Community Services, an allocation of \$2,120 for FY2024 for two community awareness events in Galax and increased distribution and training of Naloxone.

To Galax School System, an allocation of \$5,000 for FY2024 for K-12 prevention education. ["Top](#)

b. Does the city or county intend to reserve any portion of its direct distributions from FY2023 or FY2024 for future year abatement efforts?

Yes

No

If yes, see [Terms and Conditions](#) item #2.d.

iii. Narrative Cont.

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The following will be presented for allocation at the June 2023 Council Meeting:

To Mount Rogers Community Services, an allocation of \$2,120 for FY2024 for two community awareness events in Galax and increased distribution and training of Naloxone.

To Galax School System, an allocation of \$5,000 for FY2024 for K-12 prevention education, "Too Good for Drugs".

Due to the importance of peer counseling, the City will allocate \$2,980 for FY2023 and \$11,920 for FY2024 to reimburse local peer counseling organizations for participant materials, reward coins, and peer recovery counselor training.

The City will establish a reserve of \$15,599 from FY2024 for use in future years.

Note: The City is requesting \$16,185 and \$2,723 from the FY2023 and FY2024 OAA Individual Grant programs. A Projected Cash Flow is included in the budget.

c. Does the city or county intend to apply for the OAA's city or county "Gold Standard" incentive program in FY2023 and FY2024?

Yes

No

If yes, complete the form entitled "[Application and Terms and Conditions to Receive OAA Incentive Funds](#)"

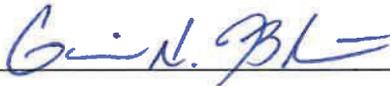
d. For each proposed project in FY2023 and FY2024, complete and attach Part 4 "Project Proposal" of this application. If there is more than one project, use the [additional project proposals](#) file. The total amount of funding requested should not exceed the amount for the city or county as published in this [document](#).

e. Attach a copy of a resolution from the governing body of the city or county providing signatory authority. If the city or county is requesting the Gold Standard incentive, ensure this is noted in the resolution from the governing body. A [sample resolution](#) can be found in this application packet.

3. Signature

Signature section must be completed by the person designated with signatory authority in the resolution noted in Part 2.e of this application.

"I swear or affirm that all information contained in and attached to this application is true to the best of my knowledge."

Signature 

Print Name Gavin Blevins

Title Interim City Manager

Date 5/5/2023



CITY OF GALAX

Virginia Opioid Abatement Authority Resolution City of Galax

RESOLUTION: Signatory Authority – Proposal for Grant Funding from the Virginia Opioid Abatement Authority

WHEREAS, the Galax City Council seeks to mitigate and abate the impacts of the opioid epidemic in City of Galax; and

WHEREAS, the mission of the Virginia Opioid Abatement Authority (OAA) is to abate and remediate the opioid epidemic in the Commonwealth through financial support in the form of grants, donations, or other assistance; and

WHEREAS, the OAA has invited each city and county in Virginia to submit proposals for grants to support efforts to treat, prevent, and reduce opioid use disorder and the misuse of opioids in the Commonwealth; and

WHEREAS, the financial assistance offered by the OAA is needed to provide opioid mitigation and abatement efforts in City of Galax; and

WHEREAS, City of Galax has prepared a grant proposal for Fiscal Years 2023 and 2024 that accepts the terms and conditions required by the OAA; and

WHEREAS, the City of Galax voluntarily agrees to meet the OAA's "Gold Standard" requirements in return for a 25% increase in OAA funding eligibility during these two Fiscal Years; and

WHEREAS, City of Galax's grant request for fiscal years 2023 and 2024 seeks a total of \$18,908 in grant funding from the OAA, *including the incentive amount.*

NOW, THEREFORE, BE IT RESOLVED, Galax City Council hereby authorizes City Manager or Interim City Manager to execute the grant application to the Virginia Opioid Abatement Authority, to accept the grant award, and to execute all documents in connection therewith.



Mayor



Clerk of Council

Virginia Opioid Abatement Authority Application and Terms and Conditions for Cities and Counties to Receive OAA “Gold Standard” Incentive Funds

1. Contact Information

- a. Name of City or County: Galax city county
- b. Physical address: 111 E Grayson St
- c. Mailing address: Same
(if different than physical address)
- d. Contact Person for this application
- i. Name: Jolena Young
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- iv. Email: jyoung@galaxva.com

2. Agreements

The governing body of the city or county named in this application is applying to the OAA to receive the incentive that increases the city or county’s OAA Distribution by 25% for FY2023 and FY2024. To qualify for the incentive, the city or county agrees to the terms and conditions set forth for the OAA Distributions to Cities and Counties as well as the following requirements:

- a. The city or county will create and maintain separate accounting records for funds received from the OAA Distribution and from Direct Distribution in accordance with relevant guidance published by the Auditor of Public Accounts.
- b. The city or county voluntarily agrees to apply the requirements of Code of Virginia [§2.2-2370 \(A\)](#), to its Direct Distributions. These set of requirements are known as the “Gold Standard.”
- c. The city or county has adopted and attached a resolution noting that it will voluntarily agree to meet the OAA’s “Gold Standard” requirements in return for a 25% increase in OAA funding for FY2023 and FY2024.

**Application and Terms and Conditions for Cities and Counties
to Receive OAA "Gold Standard" Incentive Funds**

3. Signature

Signature section must be completed by the person designated with signatory authority in the resolution noted in Part 2.c of this application.

"I swear or affirm that all information contained in and attached to this application is true to the best of my knowledge."

Signature *Garin N. Blevins*

Print Name *Garin N. Blevins*

Title *City Manager*

Date *05/05/2023*

Virginia Opioid Abatement Authority Additional Project Proposals

4. Project Proposal

Complete the information below **for each project** the city or county is requesting to be funded.

a. Name of City or County: _____ city county

b. Project name: _____

c. Contact Person for this application

i. Name: _____

ii. Job Title: _____

iii. Office Phone: _____ Cell Phone: _____

iv. Email: _____

d. Is this project:

A new effort for the city / county.

A proposed supplement or enhancement to a project or effort that is already in place.

How long has the project existed? _____

A combination of enhancing an existing project/effort with new components.

How long has the project existed? _____

e. Provide a brief narrative description of the proposed project.

h. Briefly describe (name or organization, description of role, budget, etc.) the organization(s), including any sub-recipients or contractors (if known) that will be involved in this project. Attach any contracts and/or memoranda of understanding/agreement. If not fully executed, a draft or a narrative describing the scope of services may suffice.

i. Who are the targeted beneficiaries, and how many persons are expected to participate per year?

j. Is the project classified as evidence-based?

Yes

No

If yes, attach supporting information to this application.

f. Describe the objectives of this project

g. How was the need determined and how does that need relate to abatement?

k. Is the project classified as evidence-informed?

Yes

No

If yes, attach supporting information to this application.

l. Has this project been certified or credentialed by a state/federal government agency, or other organization/non-profit?

Yes

No

If yes, attach supporting information to this application.

m. Has this project received any awards or recognition?

Yes

No

If yes, attach supporting information to this application.

n. Does this project have components other than opioid-related treatment as defined?

No, it is 100% related to opioid treatment

Yes, there are other substances involved

If yes, what is the approximate percentage of the project that covers opioid-related abatement (i.e., 20% of the patients who seek services have opioid-related disorders)?

o. Attach a budget for FY2023 and a budget for FY2024 with line-item details for the project. If carry-over of OAA funds from FY2023 into FY2024 is expected, include this in the line item budget.

p. Complete and attach the [project timeline workbook](#) for each project covering both FY2023 and FY2024

q. Complete and attach the [performance measurement workbook](#) for each project covering both FY2023 and FY2024

r. *(Optional)* Attach any letters of support, articles, or other items that may assist the OAA Board of Directors in making an award decision for this project.

Galax-Individual
Recovery Drug Court

Budget Item	FY2023	FY2024	TOTAL
Match for Cooperative Grant*	\$ 10,000	\$ 10,000	\$ 20,000
TOTAL	\$ 10,000	\$ 10,000	\$ 20,000

* If grant is not awarded,
will reimburse Drug Court
for documented expenses for:

- Transportation
- Emergency housing
- Inpatient rehabilitation

Performance Measurement Worksheet for Project Number #2

Proposed by: Galax
(Insert name of city or county)

Project Name Recovery Drug Court

Project Performance Measures (complete for all that apply)

		Required			Optional	
		FY23	FY24	FY25	FY26	FY27
<u>Prevention/Education/Awareness Efforts</u>						
1	No. of children, infant to 5 years old, participating in prevention/education programming					
2	No. children, elementary school age, participating in prevention/education programming					
3	No. of children, middle school age, participating in prevention/education programming					
4	No. of children, high school age, participating in prevention/education programming					
5	No. adults from the general public participating in prevention/education programming					
6	No. of pregnant and/or nursing women participating in prevention/education programming					
7	No. of teachers participating in prevention/education programming					
8	No. of health care professionals participating in prevention/education programming					
9	No. of law enforcement officers participating in prevention/education programming					
10	No. of court-related professionals participating in prevention/education programming					
11	No. of key officials / policy makers participating in prevention/education programming					
<u>Efforts Directed Toward Pregnant / Nursing Women with Substance Use Disorders</u>						
12	No. of pregnant / nursing women completing some form of detox					
13	No. of pregnant / nursing women tested for communicable diseases					
14	No. of pregnant / nursing women testing positive for communicable diseases					
15	No. of pregnant / nursing women connected to treatment for communicable diseases					
16	No. of pregnant / nursing women connected to therapeutic counseling services					
17	No. of pregnant / nursing women connected to MOUD					
18	No. of pregnant / nursing women connected to professional mental health care					
19	No. of pregnant / nursing women connected to peer supports					
20	No. of pregnant / nursing women connected to housing					
21	No. of pregnant / nursing women connected to childcare					
22	No. of pregnant / nursing women connected to education or job training					
23	No. of pregnant / nursing women connected to a job / employment					
24	No. of babies with neonatal abstinence syndrome treated					

Performance Measurement Worksheet for Project Number #2

Proposed by: Galax

(Insert name of city or county)

Project Name Recovery Drug Court

Project Performance Measures (complete for all that apply)

		Required		Optional		
		FY23	FY24	FY25	FY26	FY27
Efforts Directed Toward Children with Substance Use Disorders						
25	No. of children (up to age 18) completing some form of detox					
26	No. of children (up to age 18) connected to therapeutic counseling services					
27	No. of children (up to age 18) connected to MOUD					
28	No. of children (up to age 18) connected to professional mental health care					
29	No. of children (up to age 18) connected to peer supports					
30	No. of children (up to age 18) tested for communicable diseases					
31	No. of children (up to age 18) testing positive for communicable diseases					
32	No. of children (up to age 18) connected to treatment for communicable diseases					
Efforts Directed Toward Individuals with SUD who are Criminal Justice Involved						
33	No. of individuals receiving SUD screening while incarcerated					
34	No. of individuals completing some form of detox while incarcerated					
35	No. of individuals tested for communicable diseases while incarcerated					
36	No. of individuals testing positive for communicable diseases while incarcerated					
37	No. of individuals connected to treatment for communicable diseases while incarcerated					
38	No. of individuals provided SUD therapeutic counseling while incarcerated					
39	No. of individuals provided Medication Assisted Treatment for SUD while incarcerated					
40	No. of individuals provided professional mental health care while incarcerated					
41	No. of individuals connected to peer supports while incarcerated					
42	No. of individuals provided with education or job training while incarcerated					
43	No. of individuals incarcerated provided with an SUD-specific release plan					
44	No. of individuals diverted from incarceration to treatment	19	20			
45	No. of individuals diverted from incarceration to housing	1	4			
46	No. of individuals connected to SUD therapeutic counseling while on monitored release	19	20			
47	No. of individuals connected to MOUD while on monitored release	1	1			
48	No. of individuals enrolled into court approved SUD-related deferred adjudication	17	18			
49	No. of individuals successfully completing the terms of SUD-related deferred adjudication	17	18			
50	No. of drug court participants enrolled	19	20			
51	No. of drug court participants graduated	3	7			

Performance Measurement Worksheet for Project Number #2

Proposed by: Galax
(Insert name of city or county)

Project Name Recovery Drug Court

Project Performance Measures (complete for all that apply)

		Required			Optional	
		<u>FY23</u>	<u>FY24</u>	<u>FY25</u>	<u>FY26</u>	<u>FY27</u>
<u>Efforts Directed Toward Adults with SUD who are not incarcerated or pregnant/nursing</u>						
52	No. of adults completing some form of detox					
53	No. of adults tested for communicable diseases					
54	No. of adults testing positive for communicable diseases					
55	No. of adults connected to treatment for communicable diseases					
56	No. of adults connected to therapeutic counseling services					
57	No. of adults connected to MOUD					
58	No. of adults connected to professional mental health care					
59	No. of adults connected to peer supports					
60	No. of adults connected to housing					
61	No. of adults connected to childcare					
62	No. of adults connected to education or job training					
63	No. of adults connected to a job / employment					
<u>Harm Reduction Efforts</u>						
64	No. of people engaged during harm prevention outreach efforts					
65	No. of Naloxone kits distributed to at-risk individuals					
66	No. of Fentanyl test kits distributed to at-risk individuals					
67	No. of clean syringe exchanges conducted					
68	Reported No. of overdoses reversed					

Timeline for Project Number #2

Proposed by: Galax
(insert name of city or county)

Project Name: Recovery Drug Court

Insert Project Objectives and place an "X" in the appropriate month/year. Add additional objectives as needed.

		REQUIRED																						
#	Objective	FY23				FY24												FY25						
		March	April	May	June	July	August	September	October	November	December	January	February	March	April	May	June	Q1	Q2	Q3	Q4	Q1	Q2	
1	Reserve \$10,000 for Match for Cooperative Grant		X																					
2	Develop contract for program					X																		
3	Conduct Recovery Court	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X							
4																								
5																								
6																								
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14																								
15																								

City Of Galax Opioid Abatement Request Proposals

1. A description of your program and how does the project relate to abatement: The mission of the Twin Counties Recovery Court is to provide substance use treatment with intensive judicial oversight and frequent community supervision for adult substance addicted or dependent offenders as an alternative to incarceration, with a goal of breaking the cycle of addiction, crime, and incarceration. The defendants participate in substance abuse treatment, community service, and a rigorous physical fitness program that is oriented to substance abuse recovery.
2. Support that the program is evidence-based: Since 2019 we have had 19 participants graduate Recovery Court in 18-24 months. We currently have 18 active participants.
3. Benefits of the proposed program and metrics that will be used for reporting program's impact; include targeted beneficiaries and the number of persons expected to participate: The targeted beneficiaries are criminal defendants in the Twin Counties/City of Galax jurisdiction. The program can accommodate up to 50 defendants. Performance and success are measured by the following:
 - Physical location monitoring using a cell phone app
 - Demonstrable sobriety through rigorous and frequent testing for controlled substances
 - Progression through 5 phases of the program with successive benchmarks at each phase
 - Compliance with concrete requirements for substance abuse and mental health treatment
 - Compliance with physical fitness goals
 - Compliance with community service requirements
 - Compliance with the requirements of Adult Probation and Parole
4. How was the need determined and how does the need relate to abatement?

The need is determined based on the presence of criminal charges and acceptance into the Recovery Court program at the behest of the local prosecutors and the assent of the circuit court judges.

Ensuring that our participants can travel to all their extensive commitments, have safe and sober housing, have the opportunity to improve their physical and mental health, and receive staged treatment for substance abuse disorder is critical to abating the ever-present threat of substance abuse. The recent and alarming increase in the adulteration of street drugs (including "recreational marijuana") with fentanyl has resulted in numerous local overdose deaths and

highlighted the need to augment and strengthen the approach of the Twin Counties Recovery Court.

5. Proposed annual budget and anticipated documentation to support spending (e.g., invoice of cancelled checks for training booklets, receipts for hotel room). If this is an expansion of an existing program, how will you document this an incremental spending the event if an audit (e.g.# of participants last year/# of participants currently year; last year expense/current year expense)?

\$10,000.00

This would be used to purchase exercise equipment, arrange reliable transportation, and emergency housing for those participants with unsafe and unstable housing, and to provide in-patient rehabilitation opportunities that we currently are unable to fund.

These programs are largely non-existent. Although we are running a fitness program, the equipment is borrowed, and the workout facility is provided by a local church. We currently have no programming or funding for housing. In patient treatment and transportation is provided on a sporadic basis.

In all cases, we would like to expand our programing and increase the number of targeted beneficiaries.

6. Timeline for the project

The Recovery Court Program is running and runs in perpetuity, however, we would like to fund our fitness program, emergency housing, transportation, treatment and education opportunities.

7. Primary name and contact information for the communication about the proposal.

Vicky Novak: Recovery Court Coordinator
vkeesling@graysoncountyva.gov
276-235-8526

Galax City Council
Minutes
March 13, 2023

Galax City Council convened in regular session in the City Council Chamber area on March 13, 2023 at 6:00 p.m.

At 6:00 p.m. Mayor Greene called the meeting to order with the following Council persons present and they are as listed: Mayor Greene, Vice Mayor White, Councilman Larrowe, Councilman Warr, and Councilman Henck. Councilman Haynes was absent and Councilwoman Ritchie arrived at 6:07.

Councilman Henck gave the opening prayer and led the Pledge of Allegiance.

SPECIAL ACTION

Mayor Greene presented Edwin Ward, City Engineer, a retirement plaque and watch for his years of service to the City from Jan 21, 2003 to Jan 31, 2023.

APPROVAL OF MINUTES

Regular Meeting of January 23, 2023

Councilman Henck made the motion to approve. Councilman Larrowe seconded the motion, and it was approved by the following votes of "yea": Mayor Greene, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck. Vice Mayor White abstained.

Regular Meeting of February 13, 2023

Councilman Warr made the motion to approve. Councilman Henck seconded the motion, and it was approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

OLD BUSINESS

Public Hearing, Tax Relief for the Elderly Ordinance

Mayor Greene announced this was the date set for a public hearing to consider amendments to Chapter 137 of the City Code concerning tax relief for certain elderly or disabled citizens. Mayor Greene opened the floor for comments. Keith Barker, Interim City Manager, explained that Council discussed this in a previous meeting, and it was agreed to consider raising income limits, retroactive to January 1, 2023. Per Council's previous discussion and included in the ordinance, the amount of the exemption shall be \$400 for the real property of qualifying taxpayers having combined household incomes of up to and including \$30,000. The amount of the exemption shall be \$300 for the real property of qualifying taxpayers having combined household incomes in excess of \$30,000 but not more than \$35,000. The amount of the exemption shall be \$200 for the real property of qualifying taxpayers having combined household incomes in excess of \$35,000 but not more than \$40,000. No exemption shall be available for taxpayers having combined household incomes in excess of \$40,000. Mr. Barker asked if Council wished to also consider raising the net worth from \$75,000 to a higher value. He said surveys of localities close to us were done to see what they had established as the maximum net worth and found the following:

- Carroll County \$125,000
- Grayson County \$100,000
- Wythe County \$100,000
- Patrick County \$100,000

With no further comments, Mayor Greene closed the public hearing.

Councilman Larrowe made the motion to modify the net worth allowance to \$100,000, and to approve the amendments to Chapter 137 of the City Code concerning tax relief for certain elderly or disabled citizens. Vice Mayor White seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Public Hearing – VDOT Project, E. Stuart Drive Crosswalk at New River Trail

Mayor Greene announced this was the date and time set for the public hearing concerning a possible Transportation Alternative grant from VDOT for the installation of a flashing crosswalk at the New River Trail to the opposite side of E. Stuart Drive. Mayor Greene opened the floor for comments. Keith Barker explained as the possible project at the former T. G. Vaughan Plant continued to move forward, it was worth consideration on how to make a safer access to the NRT from T. George Vaughan Drive for pedestrians. The proposed project would be a flashing crosswalk only, and not a traffic signal as that would not qualify for any VDOT funding and it would be located too close to other signals. Approval of an application does not obligate the City to accept funds, but the project would require a 20% match if it moves forward. With no further comments, Mayor Greene closed the public hearing.

Councilman Warr made the motion to continue discussions with VDOT for a potential application. Councilman Larrowe seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Appalachian Natural Gas, Dio Herrera, VP of Operations

Mr. Dio Herrera gave an overview of possible work ANG is looking at in Galax. While ANG had a franchise from the SCC for the installation and operation of natural gas in Galax, but had expired. Mr. Herrera asked for possible future support from City Council to renew their franchise in the future. ANG will be surveying the community to identify possible routes, larger propane customers, etc. Mr. Barker noted there was no action needed, but there would be a resolution at the April meeting.

Downtown Tree Study, VT Forest Resources & Environmental Conservation

Keith Barker discussed the recent concern regarding possible root damage to sidewalks and root infiltration from the trees downtown into the storm system and sewer system. He explained that Mr. Moore did reach out to VT and they had conducted an onsite survey to look at tree conditions, tree trimming, health of the trees, sidewalk damage, etc. The report was given to Council. Mr. Barker explained while they addressed what they could visually observe, they acknowledged that another group would need to conduct camera work for below ground issues. Mr. Barker added in the stormwater survey that the City conducted in 2018/2019, no root infiltration was observed, however it was understood that a more detailed camera inspection may be needed for this assessment. He said it was known that Public Works has not had root issues downtown, but again we do not have any camera work to properly assess issues that may not be known. Mr. Barker reached out to Kevin Heath with Lane Group concerning a possible review of the stormwater and sewer system downtown, specifically where the trees in question are located. His firm did our

stormwater assessment in the 2018/2019 report and has that baseline of work to start with. Mr. Barker said while they did not have camera work in-house, Mr. Heath could contract with a company to have that work done at an estimated cost of \$10,000, based on approximately 2 days of camera work with a final report and video. Mr. Barker asked Council's permission to allow staff to work with Lane Group on developing this assessment for a comprehensive report to provide to you at a later date. Funding would be from the *Streets – Landscaping and Tree Trimming 4100-3170* line item. He closed by saying if the report did show needed work, he would recommend that no work on any tree removal be conducted until the late fall season at least, since we are just entering warmer weather and a tourism season. There simply may not be enough time to conduct an assessment and take actions on any tree removal if it is recommended and then repair necessary sidewalks.

Councilman Larrowe made the motion for staff to proceed with the study by Lane Group. Councilman Warr seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

School Board Appointment

Keith Barker informed Council we had received three (3) letters of interest for the Galax School Board. They were from Larry Spangler (currently on school board), Mr. Fred Mitchell, and Mr. Chauncey Robinson.

Councilman Larrowe made the motion to set the public hearing at the April meeting, and interview and appoint at the May meeting. Vice Mayor White seconded the motion and it was approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, and Councilman Warr. Councilman Henck abstained.

Galax Water Plant & Wastewater Plant Review

Keith Barker informed Council that he had signed the agreement with CHA for the evaluation of the GWTP and GWWTP and how a transition to a public utility to a private for-profit utility may work. He said per the agreement, we should have information back within 60 days.

Opioid Resolution

Keith Barker presented a resolution for consideration from our attorney concerning a settlement from retail vendors regarding the opioid lawsuits. Mr. Barker said he could not speak to the amount of this settlement and how much would be directed to Galax, however it was recommended by our attorney that Council approve the resolution as presented. Mr. Barker said the managers in Carroll, Bland, Wythe, and Smyth were approving this resolution at this time also.

Councilman Larrowe made the motion to approve the opioid resolution as presented. Councilwoman Ritchie seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Opioid Funds Distribution

Keith Barker informed Council of a proposal, developed by staff, for distribution to entities that had expressed some interest in managing the opioid funds we currently have, and the funds we would receive over the next 17 years. We currently have \$35,000+/- and expect \$9,000+/- more each year going forward. Funds must be used for addressing opioid needs in our community. The intent was to see proposals from organizations that work in our community, how they would

utilize the funds, and how they would track success. He said while there were no proposals in hand at this time, we had been contacted by regional entities regarding management of the funds. The concern among staff is that funds would be used elsewhere in a larger pool with little impact to our community. Mr. Barker asked for Council's permission to solicit proposals and bring a recommendation back to Council at a future meeting.

Mr. Barker also discussed meeting with the Recovery Court judges and representatives from each locality to discuss a possible use of a portion of the funds we received, and an opportunity to apply for a regional collaborative grant through the Virginia Opioid Abatement Authority for funding that could address other needs that Recovery Court has identified. He said while the overall planning was just underway, a regional grant from Galax, Carroll, and Grayson could be submitted by May 5, 2023 for funds that could address more intensive therapy, housing, counseling, etc. that were not funded now. He said while no funding match was required, it would improve our scoring on a possible grant. The Recovery Court asked that we consider ear-marking \$10,000 of the current funds we have as a possible match for the grant. Grayson committed 1/2 of their funds for the Recovery Court already and Carroll would discuss this on 3/14.

Councilman Larrowe made the motion to approve the RFP, and distribute. Vice Mayor White seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Councilman Henck made the motion to earmark \$10K for the collaborative grant – if counties also put in \$10K. If not, bring back to council. Councilman Larrowe seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

BRCEDA Strategic Planning Funding

Keith Barker discussed a prior meeting where Council had the opportunity to participate in a regional strategic planning strategy that BRCEDA was conducting. He said we were receiving invoices at this time, and the study was approved, however funding was not allocated for it. He asked City Council to approve a transfer of \$25,000 from line-item 9102-6017 Contingency to line-item 8304-5699 Transfer to BRCEDA.

Councilman Larrowe made the motion to approve the additional CSA funding request as presented. Vice Mayor White seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Rosenwald Felts Update, Sylvia Richardson

Ms. Richardson gave an update on the Rosenwald Revamped Committee and their discussions on Rosenwald Felts. Mr. Joe Steffen, a native of Galax and also served on City Council 40 years ago, addressed Council regarding the Rosenwald Felts School. Ms. Richardson said the committee was working on their 501c3 status & organizational documents. There was a discussion to have Council members meet with the Rosenwald Revamped Committee going forward as their plans progress, while they're developing a business plan, and have discussions on how they envisioned the future of the facility.

Councilman Larrowe made the motion to appoint Councilman Henck, Vice Mayor White, and Councilwoman Ritchie as an alternate, to the Rosenwald Revamped Committee. Councilman Warr seconded the motion and it was unanimously approved by the following votes of "yea":

Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

NEW BUSINESS

DSS Request, Additional CSA Funding

Tammy Smith, Galax DSS Director, informed Council that there was a need for additional CSA funding due to higher placement costs of some children in foster care. The additional funding anticipated is \$65,000 for the remainder of the fiscal year. This is a mandatory local expense. Staff recommended amending the budget to move funds as follows:

- 9402-6017 Carroll Shared Services (\$40,000)
- 3302-3840 Payments to Juvenile Probation (\$25,000)
- 4530-5660 Comprehensive Services DSS \$65,000

Mr. Barker informed Council this was a transfer of funds within the budget, so no public hearing was required.

Councilman Henck made the motion to approve the additional CSA funding request as presented. Councilwoman Ritchie seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Twin County Chamber of Commerce Presentation

Ms. Laura Whitt gave an overview of the Chamber and upcoming events.

Trish Fore, Library Update

Ms. Trish Fore gave an update on our regional library system and the Galax library in particular.

E. Stuart Drive, Sewer Upgrade Project

Keith Barker discussed the E. Stuart Drive Sewer Project. He said it had been bid two times, with no bids submitted the first time and a single bid received on the 2nd round of bidding. The base bid received was \$990,335 from Carolina Grading & Utilities, Inc. with engineering fees contracted at \$70,000+/-, for a total project cost of approximately \$1,060,335, not including a contingency. Council budgeted \$810,000 for the total project and we applied for a DEQ grant for funding assistance, but were notified on 3/7/23 that we were not successful. In order to continue with progress on the project Council would need to make a budget amendment of \$299,500 at this time to sign the contract with the bidder. The budget amendment would be to move \$299,500 from line item 50-4-9959-6017 Contingency to 50-4-9900-1191 East Stuart Drive Sewer Replacement for a total project cost of construction, engineering, and contingency of \$1,109,500. Mr. Barker noted that we could consider rebidding the project, but at this point there had been limited interest and we also know that there are material shortages on sewer line itself. Mr. Barker closed by saying that we have known that while this project would provide an upgrade to the sewer system in that area, and would make it more maintenance friendly, it must be accomplished for the proposed commercial development on the south side of E. Stuart Drive. He said the timing was critical to get this project started.

Councilman Larrowe made the motion to approve the budget amendment as presented, and to authorize the City Manager to sign the contract for the E. Stuart Drive Sewer Replacement Project. Vice Mayor White seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Sidewalk Evaluation

Keith Barker discussed a proposal from Precision Infrastructure Management to perform a walking assessment of all 10+ miles of City sidewalks, provide an assessment based on ADA guidelines, and develop a detailed GIS layer with recommended items for correction. The company then could use this data to perform future corrective work on areas prioritized by the City for work. He said their equipment was proprietary for the work and therefore could meet the sole source procurement. Mr. Barker said if Council approved this project, work would come from the Streets line item at a cost of approximately \$9,875. He said repair work that may be identified for the upcoming year, and subsequent budget years, would also be part of the Streets budget.

Councilman Henck made the motion to approve the proposal for the sidewalk evaluation by Precision Infrastructure Management and authorize the City Manager to sign the agreement. Vice Mayor White seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Funding Request – Arts Council

Keith Barker informed Council of a funding request from Laura Romanowski with the Arts Council for additional funding in the current budget. He explained when the lease for the Rex Theater was approved, and provisions were made for use by the City or other community groups we support, there were no provisions made or called out on usage fees. The current lessees have been covering all operating costs and were requesting rental fees from groups wishing to make use of the Rex, so that they may offset utility costs, operational costs, and offset lost revenues for Friday and Saturday usage. He said since the lease was put in place after the beginning of the fiscal year, the Arts Council did not anticipate the fees for the events they plan. They were requesting additional funding in the current fiscal year in order to offset the lease fees for their spring production. The funds, if approved, would be a reimbursement after they have made payment to the lessee and presented the City with proof of payment. The request from the Arts Council was \$3250 and could be paid from line item 1201-3200 Contracted Labor in the City Administration line item.

Vice Mayor White made the motion to approve the funding request for the Arts Council. Councilman Larrowe seconded the motion and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

CITIZEN COMMENTS

Jill Burcham with P.U.S.H. Ministries requested funding from the City in the amount of \$1000 to help those struggling with addictions, and re-entry after being released from prison with lodging, transportation, food, and fuel costs.

Dr. Cameron Gillespie discussed the need for a street crossing across East Stuart Drive. He also gave his thoughts regarding the preservation of the Rosenwald Felt School.

COMMUNICATIONS FROM CITY MANAGER, MAYOR, CITY COUNCIL, AND COUNCIL COMMITTEES

City Manager – Keith Barker

- FY2024 Budget
- Attended several meetings
- Boundaries adjusted in Carroll Co. Cranberry Area
- City Engineer working part time
- National Flood Insurance Program
- Galax Water Treatment Plant design

Councilman Warr

- Downtown Tourism Committee
 - Branding presentation on 3/14
 - New advertising logo

Councilman Henck

- Thanked Keith Barker & Mayor Greene for getting the City back on track.

Councilwoman Ritchie

- Pleased to be back at her first Council meeting after surgery.

Vice Mayor White

- Assisting and recruiting Galax High School students who have taken an interest in local government.

Councilman Larrowe

- BRCEDA – budget time with local counties
- Workforce Development
- Dist. Three
- FY24 Budget Discussions
- PUSH Ministries – Re-entry Program
- Tourism presentation – Rebranding
- Rosenwald Felts – Thanked all for attending

Mayor – Willie Greene

- MRPDC – Annual Meeting
- Thanked Mr. Joe Steffen for attending

CLOSED SESSION

At 8:20 p.m. Vice Mayor White made the motion to enter into closed session under the following Code of Virginia categories:

- **Personnel Matter – § 2.2-3711 A.1 of the Code of Virginia** - Candidates for employment: the assignment, appointment, promotion, performance, demotion, discipline, salaries, compensation, or resignation of employees.
- **Legal Matters § 2.2-3711 A.7 of the Code of Virginia** - Consultation with legal counsel and briefings by staff members or consultants pertaining to actual or probable litigation, where such consultation or briefing in open meeting would adversely affect the negotiating or litigating posture of the public body; and consultation with legal counsel employed or

retained by a public body regarding specific legal matters requiring the provision of legal advice by such counsel.

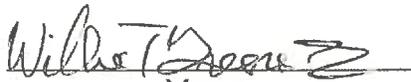
Councilman Warr seconded the motion, and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

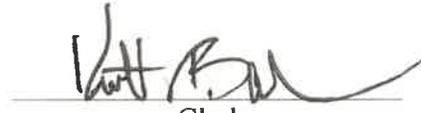
At 9:05 Councilwoman Ritchie made the motion to reconvene in open session. Councilman Larrowe seconded the motion. Mayor Greene certified that no items other than those allowed under the cited Virginia code section were discussed and no action was taken, with the following affirmation: Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Warr, Councilman Larrowe, and Councilman Henck.

Councilman Warr made the motion to enter into an agreement with Mt. Rogers to provide the interim City Manager services. Councilwoman Ritchie seconded the motion, and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

Councilman Larrowe made the motion to adjourn at 9:08 p.m. Councilman Henck seconded the motion, and it was unanimously approved by the following votes of "yea": Mayor Greene, Vice Mayor White, Councilwoman Ritchie, Councilman Larrowe, Councilman Warr, and Councilman Henck.

ADJOURNMENT at 9:08 p.m.


Mayor


Clerk

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice*

In 2011, the Bureau of Justice (BJA) and the National Institute of Justice (NIJ) collaborated to identify evidence-based components of successful drug court programming that may be used by program grant applicants and other stakeholders to design more effective programs.

The research principles are summarized in Seven Program Design Features:

1. Screening and Assessment
2. Target Population
3. Procedural and Distributive Justice
4. Judicial Interaction
5. Monitoring
6. Treatment and Other Services
7. Relapse Prevention, Aftercare and Community Integration

This was motivated by the release of findings from NIJ’s Multisite Adult Drug Court Evaluation, an unprecedented process, impact, and cost evaluation involving nearly 1,800 drug court and non-drug-court probationers from 29 jurisdictions across the United States. Through discussions with several leading drug court researchers, and program practice experts including training and technical assistance providers, BJA and NIJ identified the seven program design features.

In 2012, BJA and NIJ produced a webinar on the seven program design features through the Adult Drug Court Research to Practice (R2P) Initiative, a project with the National Center for State Courts, American University, and consultants expert in research and practice. This brief report summarizes the information found in the webinar and associated work products—a review of the principles, research, and practice applications for each design feature, and references to information resources and relevant research studies.¹

The seven program design features are based on the best available research on drug courts and related programs and services. The principles are therefore limited to topics for which rigorous research is available. Also, the practice and policy guidance is limited to subject matter expertise and experience relevant to the research-based principles; the guidance is not intended to address all aspects of drug court practice and policy. Finally, we defer to the drug court teams, participants, and their communities to apply this guidance according to local resources and priorities but hope the information will challenge jurisdictions to consider different options.

¹ This information is current as of January 2012 and references were updated in January 2019 for this and the Spanish language report (<https://www.ncjrs.gov/pdffiles1/nij/246227.pdf>). Please visit BJA’s National Drug Court Resource Center (www.ndcrc.org/) and the Information Resources listed at the end of the report.

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

#1 Screening and Assessment

Screening and Assessment Principles

Concerns include brief legal and behavioral screening for program eligibility, and more intensive clinical and psychosocial assessment of risk, needs, and responsivity.

- Referral sources and other stakeholders should be clear on program eligibility criteria, which must be consistent with targeted population needs and available program resources.
- Screen promptly and systematically for all offenders potentially eligible for the drug court, identify the agency which will conduct this screening, and detail the procedures that will be used for screening.
- Offenders determined to be eligible for the drug court as a result of screening will then be assessed to identify their risk for relapse and recidivism, as well as the nature of treatment and other rehabilitation needs.
- Assessments should be conducted using instruments that have been validated² for the targeted population and updated periodically.
- Treatment and other service assessments should be reviewed and adjusted to gauge offender needs that may change over time.

Screening and Assessment Research

The principles are based on a theoretical framework called the Risk-Need-Responsivity (RNR) Model (Ref 3).

Risk - Match program intensity to offender recidivism risk level; intensive levels of treatment for high-risk offenders and minimal intervention for low-risk offenders.

Need - Target criminogenic needs or those offender needs that are functionally related to criminal behavior.

Responsivity - Provide cognitive-behavioral therapy (CBT) tailored to offender's learning style, motivation and other specific attributes.

² Validated means the instrument has been demonstrated to measure the intended characteristic; e.g., the Beck Depression Inventory has been shown through studies to measure mood and physical symptoms that correlate with depression (which affects drug court participation). Studies should demonstrate validity for offenders of varying age, race, gender, and ethnicity.

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

The RNR Model identifies seven major risk/need factors (Ref 3):

1. *Antisocial Personality Pattern* – Impulsive, adventurous pleasure seeking, restlessly aggressive and irritable;
2. *Procriminal Attitudes* – Rationalizations for crime, negative attitudes towards the law;
3. *Social Support for Crime* – Criminal friends, isolation from prosocial others;
4. *Substance Abuse* – Abuse of alcohol and/or drugs;
5. *Family/Marital Relationships* - Inappropriate parental monitoring and disciplining, poor family relationships;
6. *School/Work* – Poor performance, low levels of satisfaction; and,
7. *Prosocial Recreational Activities* – Lack of involvement in prosocial recreation/leisure activities.

Also relevant are four minor non-criminogenic needs (Ref 3):

1. *Self-Esteem* – Poor feelings of self-esteem, self-worth;
2. *Vague Feelings of Personal Distress* – Anxious, feeling blue;
3. *Major Mental Disorder* – Schizophrenia, manic-depression; and,
4. *Physical Health* – Physical deformity, nutrient deficiency.

Recidivism risk is commonly used to triage cases and allocate resources. Sentencing guidelines divert low-risk nonviolent offenders to alternative dispositions or sanctions based on recidivism risk. Resources are conserved for high-risk offenders who may serve sentences under community corrections or incarceration depending on public safety, rehabilitation, and other concerns. Factors significant in predicting recidivism risk include (Ref 18):

- Offender characteristics and demographics (e.g., young adult);
- Current offense information;
- Prior adult criminal record; and,
- Prior juvenile contact with legal authorities.

Note historical factors like these are static (unchangeable or unlikely to change), whereas others are dynamic (more open to change). Tools that assess dynamic risk factors can be used to compare followup to initial risk measures and gauge offender change (Ref 12). Treatment primarily targets dynamic risk factors (i.e., substance abuse).

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

There are several public access and proprietary tools available for screening and assessment purposes. See Information Resources for websites on various screening and assessment tools. In selecting tools, it is important to consider the following:

Cost - Developers may charge for instrument use or make them public domain.

Training - Staff need to be trained to collect information from records and administer screeners (incl. non-English speaking); to yield reliable information, assessment requires those administering to receive special training.

Format - Complexity, length, and time required to administer instruments vary; paper-based vs. computer automated instruments have pros and cons.

Location - Setting may pose challenges to offenders' disclosing sensitive information (e.g., trauma) and socially undesirable behavior (e.g., injection drug use); facilities may not permit laptops and other electronics.

Scope and Specificity - Instruments vary in areas covered, and some areas need to be examined in-depth to assess needs and responsivity (e.g., mental illness).

Closed/Open-Ended - Instruments may have yes/no answers or scaled responses (1 = low, 5 = high) (e.g., COMPAS and TCU-DS); others promote open-ended conversations whose results are coded at the end (e.g. LSI-R and ORAS).³

Screening and Assessment Practice

Stakeholder support is critical, and strategies to improve drug court referrals and program support are:

- Address risk concerns of law enforcement, prosecutors, crime victims, and public;
- Review drug court evidence with defense bar, service providers, and stakeholders;
- Begin with small caseload, but expand to meet critical volume demand and justify budget and in-kind support; and,
- Avoid silo building by utilizing variety of problem-solving court resources, and allowing case transfers as offender needs (e.g., comorbidity⁴) identified.

³ Examples are Correctional Offender Management Profiling for Alternative Sanctions (COMPAS), Texas Christian University Drug Screen (TCU-DS), Level of Service Inventory–Revised (LSI-R), and Ohio Risk Assessment System (ORAS).

⁴ Comorbidity means having more than one condition (e.g., mental illness and drug dependence).

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

Courts manage cases by triage of drug-involved cases; that entails screening for drug court eligibility, and reserving RNR assessment (and reassessment) for eligible candidates. In other words:

- Systematically identify cases for referral to drug court vs. other dispositions;
- Screen referred offenders on legal and other drug court eligibility criteria without delay (Ref 20);
- Assess eligible offenders—for risk of reoffending, drug dependence, and other needs—to confirm drug court admission and develop individual treatment plans; and,
- Reassess regularly and monitor for changes in condition.

Drug court eligibility screening criteria include initial information on multiple factors:

Legal - Outstanding cases, supervision status (probation level), case status (post-disposition), and sentence (deferred jail or prison term);

Risk - Criminal history length, offense types (sex offenses, drug trafficking) and severity (felony, misdemeanor, other);

Need - History of alcohol and other drug use, positive drug test, mental health issues, and other health service use (medications); and,

Program Resources - Available to support eligible offender monitoring and services.

More intensive and comprehensive RNR assessment (and reassessment) follow; that is,

- Conduct needs and responsivity assessment on issues identified during screening, later as symptoms may mask other needs, and as behavior changes; and,
- Refer offenders to staff trained to:
 - Conduct in-depth clinical assessments using validated instruments,
 - Identify critical recovery issues (e.g., trauma),
 - Render diagnoses (dependence, mental illness), and
 - Prescribe medications and services suitable to subpopulation and drug court setting.

#2 Target Population

Target Population Principles

Concerns include specifying the offender subgroup(s) the program is designed to serve.

- Program resources should be prioritized for offenders who demonstrate both high criminogenic risk and high alcohol and other drug dependence. Serve offenders whose characteristics and risk factors directly relate to a high probability of offending, and who are frequent drug users diagnosed for drug dependence.
- Target offenders who are subject to (or eligible for) legal sanctions that may provide greater leverage in program compliance.

Target Population Research

Research has shown that underestimating or overestimating drug court participant risks and needs will undermine program goals. Net-widening (i.e., expanding the target population to include low-risk or low-need offenders) and applying more intensive supervision or treatment than is needed has negative impacts on outcomes (Ref 19).

This figure shows the suggested sentence ranging from diversion to incarceration according to two factors: recidivism (risk of criminal offending) risk versus alcohol and other drug dependence (treatment need).⁵ The best drug court target population is offenders who are high risk and high need. Defendants who are ineligible for drug court may be referred to diversion programs that minimize criminal justice system contact, for example.

		Alcohol and Other Drug Dependence	
		High	Low
Recidivism Risk	High	Incarceration or Drug Court, Treatment	Incarceration or Intensive Probation, Prevention
	Low	Low Level Probation or Diversion, Treatment	Low Level Probation or Diversion, Prevention

⁵ See pages 2-3 for more information on the Risk-Need-Responsivity (RNR) model.

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

Research shows that drug court impact and return on investment is greatest if the eligibility criteria select offenders with the following characteristics (Ref 21):

- High-risk of re-offense (e.g., more serious criminal history);
- More serious drug use at intake;
- More legal exposure on current case (e.g., jail or prison if terminated); and,
- Without co-occurring mental health needs.

Less differential impact is found for variables such as motivation at baseline, age, or gender.

Target Population Practice

Strategies to develop and implement effective screening criteria include:

- Collect information from law enforcement, prosecutors, defense counsel, judges, community corrections, jails, prisons and service providers to refine eligibility criteria;
- Apply case triage to direct high risk/high need target population to drug courts, and others to alternatives based on offender risk/need and program resources;
- Communicate drug court eligibility criteria to referral sources and potential participants, and clarify referral protocol; and,
- Confirm drug court staff and service resources adequately accommodate referrals, and they are consistent with target population.

#3 Procedural and Distributive Justice

Procedural and Distributive Justice/Principles

The basic concerns are fair process and equitable outcomes, and the perception of these.

- Establish and clearly communicate a system of graduated sanctions and incentives that is activated and delivered with certainty in response to offender behavior.
- Information from the drug court team and the offender should be considered in determining noncompliance and the appropriate response.
- Specific program responses should be meaningful to the offenders, understandable, and delivered in a manner that can be perceived as fair and equitable.

Procedural and Distributive Justice Research

There is a solid theoretical foundation behind the concepts of procedural and distributive justice.

First, procedural justice is operationalized on multiple dimensions (Ref 5):

1. Voice - Side is heard, opportunities to speak during status hearings;
2. Respect - Treated with dignity and respect;
3. Neutrality - Decision-making is unbiased and trustworthy;
4. Understanding - Comprehend court language, decisions, responsibilities; and,
5. Helpfulness - Shown interest in individual needs.

Distributive justice is more outcome-oriented (Ref 22); it:

- Concerns whether the outcome itself (i.e., the actual distribution of rewards, punishments, or some resource) is fair; and,
- Informs legitimacy through perceived fairness and equity of the delivery of services, such as across social and demographic groups.

Relevant research not specific to drug courts (e.g., law enforcement, community courts) demonstrates (Refs 1, 5, 7, 9):

- Experience-based assessments of distributive and procedural fairness matter to perceptions of legitimacy and compliance (e.g., among African Americans);
- Perceptions of procedural justice can increase compliance with court orders and reduce illegal behavior;

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

- Perceptions of procedural justice exert greater influence than perceptions of distributive justice; and,
- The judge has the greatest influence on overall perceptions.

Findings from NIJ's Multisite Adult Drug Court Evaluation indicate (Ref 21):

- Participants' perceptions of procedural justice, distributive justice, and severity of the sentence to be imposed upon drug court failure predict program compliance, criminal behavior, and drug use;
- Perceptions of procedural justice—and of the judge in particular—are a critical factor explaining why drug courts reduce crime and drug use; and,
- Understanding may be a particularly important dimension (greatest difference between drug court and comparison group).

Procedural and Distributive Justice Practice

To promote procedural and distributive justice in drug court programming, consider the following (Ref 6).

- Did the offender get the decision they wanted, was it deserved, and was it through fair procedures?
- Was this the perception of the offender, and of other drug court participants?
- Collect information from participants and team to refine system of graduated sanctions and incentives to reinforce compliance.
- Document and disseminate drug court requirements and policies in language understandable to participants.
- Identify and acknowledge preconceptions and attitudes toward the criminal justice system, and train staff on cultural competency.
- Use voice, respect, and understanding to promote trust and confidence, because perceived legitimacy leads to compliance.
- Ask participants, staff, and service providers for feedback on how to promote procedural and distributive justice.

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

#4 Judicial Interaction

Judicial Interaction/Principles

This concerns drug court hearings and communications between the judge and participants.

- Judges should interact directly and regularly with drug court participants during drug court hearings, which should be as frequent as the participant may require.
- As the program leader, the judge will maintain authority by demonstrating support for the program and knowledge of individual offenders.
- Communication between the participant and the judge should be based on a foundation of respect, and judges must maintain an understanding of program resources available to assess and respond to participant behavior.

Judicial Interaction Research

Qualitative research involving observation of drug court judges has clear implications for participant outcomes. Judges appear to elicit better outcomes when (Refs 8, 21):

- Their judicial demeanor seems respectful, fair, attentive, enthusiastic, consistent, caring, and knowledgeable; and,
- They spend three or more minutes per participant per hearing (regardless of participant compliance).

Also, trained and vested drug court judges promote better outcomes; that is, high turnover leads to poorer participant outcomes (Ref 8).

Judicial Interaction Practice

There are many strategies to enhance the influence of the judge and other drug court team members on participant performance:

- Hold frequent judicial status hearings (esp. for high risk participants);
- Recruit and retain judges to lead drug court teams, and plan successions with stakeholders;
- Train on therapeutic jurisprudence – educate on addiction and role of advocating for participant needs related to criminal behavior;
- Approach participants according to individual level of cognitive functioning;

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

- Appreciate history of personal failures and address sense of hopelessness that many participants have;
- Promote increased participant accountability while recognizing small achievements; and,
- Manage hearings to educate individual offender and other participants by example.

#5 Monitoring

Monitoring Principles

Concerns include community-based surveillance and supervision to confirm and manage compliance with abstinence and other program requirements.

- Monitor drug court participants using random drug testing and community supervision.
- Disseminate results efficiently to the drug court team.
- Immediately respond to noncompliance with program requirements.

Monitoring Research

The theoretical roots of monitoring trace back to the principles of sentencing which includes deterrence⁶ through:

Celerity - Swift response to behavior;

Certainty - Likelihood that behavior detected and given a response; and,

Severity - Harshness of response in proportion to behavior.

Monitoring includes contact with the judge and other team members. The research shows that (Refs 4, 11, 19, 21, 24):

- In general, intensive supervision among probationers and parolees leads to higher noncompliance detection and violation rates unless program response is therapeutic;
- Training probation officers on RNR model results in more use of cognitive-behavioral therapies, discussion of offender criminogenic needs, and lower recidivism;
- Drug court participants who had more frequent judicial status hearings and drug testing had better outcomes; and,
- High-risk participants benefit most from frequent judicial status hearings; benefits unclear for low-risk participants.

⁶ Deterrence may be specific to the offender or general to the community; the other sentencing principles are rehabilitation, incapacitation, retribution, and optionally restorative justice.

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

Monitoring Practice

Following are strategies to balance therapeutic jurisprudence with public safety concerns.

- Engage law enforcement and community corrections in monitoring (curfew checks, travel restrictions, home visits).
- Educate drug court team (incl. community corrections) on therapeutic jurisprudence, observe participant as frequently as indicated by risk and needs assessment, and address noncompliance with responses other than probation violation.
- Test for alcohol and variety of drug types, not just ‘drug of choice.’
- Apply random testing schedule, or test so frequently that any alcohol or drug use is detected.
- Train staff on drug testing protocols (observation, chain of custody, confirmation, etc.).
- Maintain a system that reliably records and disseminates test results (incl. no-show and no sample) and behavior (program compliance).
- Explain purpose and temporary nature of alcohol and other drug testing —training wheels to be removed.
- Regularly review team and service provider reports, test results, behavior patterns, and program requirements with participant in hearings.
- Use monitoring results to adjust services and supervision requirements for participants as appropriate.

Seven Program Design Features: Adult Drug Court Principles, Research, and Practice

#6 Treatment and Other Services

Treatment and Other Services Principles

Concerns include alcohol and other drug treatment, as well as rehabilitation services to address employment, education, physical and mental health, and other needs.

- Maintain program resources that address drug court participant needs identified over time.
- Accommodate the range of treatment and other rehabilitation services required.
- Apply case management beyond initial referral to confirm that providers appropriately deliver ongoing assessment and services.

Treatment and Other Services Research

The American Society of Addiction Medicine, the National Institute on Drug Abuse, the Substance Abuse and Mental Health Services Administration (SAMHSA), and drug treatment researchers have documented the following (see SAMHSA's Treatment Improvement Protocols and Refs 2, 10, 17).

- Addiction is a primary, chronic disease of brain reward, motivation, memory and related circuitry; circuit dysfunction leads to biological, psychological, social and spiritual manifestations, reflected in pathologically pursuing reward and/or relief by substance use and other behaviors.
- Medication-assisted treatment may reduce alcohol and opiate relapse by addressing increased tolerance and withdrawal symptoms, with counseling and monitoring to avoid diversion and misuse that may cause overdose.
- Addressing participants' multiple criminogenic needs through treatment-related services leads to reduced relapse and recidivism.
- Drug courts that follow RNR principles produce greater recidivism reductions than drug courts that do not; but many drug courts do not appear to follow any RNR principles, and most follow one at most.

SAMHSA developed a searchable clearinghouse, the National Registry of Evidence-based Programs and Practices, that offers objective reviews of manualized treatment protocols. One approach is cognitive behavior therapies (CBTs) that focus on maladaptive beliefs and patterns

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of thinking, and build skills including self-monitoring, problem-solving, and rational decision-making. We've learned the following about CBT from the research (Refs 13, 16).

- Complement to medication-assisted and other treatment for alcohol and other drug dependence, mental illness, etc.
- Can be adapted to different diagnoses, needs, and learning styles (e.g., female offenders, young adult, and other subgroups).
- May reduce reoffending by addressing 'criminal thinking' need—i.e., negative views of the law and authority, distorted perceptions of victimization and disadvantage, external locus of control, lack of empathy and sensitivity to others, neutralization techniques, blaming the victim, minimization of harm.
- Meta-analysis of juvenile and adult offender studies showed an average 25% recidivism reduction relative to comparison group (e.g., 40% to 30%); greatest impact was among high risk offenders, and when fidelity of CBT approach was ensured with training and quality assurance.

Treatment and Other Services Practice

Drug courts can improve treatment and other service potential through the following strategies.

- Use case management to gauge criminogenic needs (incl. trauma among male and female offenders) and identify service resources.
- Confirm appropriate services (e.g., medication, sober housing) are accessible.
- Maintain access to continuum of community-based assessment, treatment, and other providers, and assure service quality:
 - Staff are trained and certified,
 - Curricula are manualized —written lesson plans for standard and effective service delivery, and,
 - Services are evidence-based,⁷ specific to diagnosis, and validated for population;
- In addition to detoxification, inpatient rehabilitation, and medication modalities, consider treatment approaches and associated costs.

⁷ Evidence-based means integrating the best available research findings, practitioner expertise, and other resources with the needs, values and preferences of those affected.

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#7 Relapse Prevention, Aftercare, and Community Integration

Relapse Prevention, Aftercare, and Community Integration Principles

The final program design feature concerns identifying triggers and supports to prevent relapse during and after program participation.

- Begin planning at the first program phase.
- Implement culturally sensitive planning and other programming.
- Support relapse prevention, community integration, and aftercare/continuing care services.

Relapse Prevention, Aftercare, and Community Integration Research

Research specific to drug courts is lacking in this area; generally, aftercare refers to the continuing care approach to recovery, whereby the impact of inpatient rehabilitation is boosted if followed by community-based outpatient treatment (Ref 15). Relapse prevention therapy is a CBT that focuses on the individual recovery process and coping strategies, and has been shown to reduce offender relapse and recidivism (Refs 14, 23). Applying both aftercare and relapse prevention to drug courts means case planning for the transition from program to community-based resources, and social reintegration to reduce recovery and offender stigma with support from family, community, employment and service providers.

Relapse Prevention, Aftercare, and Community Integration Practice

This may be one of the least studied aspects of programming, but several strategies are suggested.

- Community reintegration strategies may include family, religious and other organizations that support alternatives to alcohol and drug use.
- Graduations and other drug court events are opportunities to promote the program and educate law enforcement, local government, community-based organizations, and family on recovery.
- If family and other relationships threaten sobriety, suggest ways to cope with triggers or find other sources of support.
- Recognize relapse norms, and teach relapse prevention skills to avoid behavior that would sabotage graduation.

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- Begin post-graduation planning early, and confirm transition plans prior to successful drug court termination.
- Mentoring and alumni groups can be opportunity for graduates to serve community as part of their recovery.

Information Resources

Risk Assessment Instruments

Public Safety Risk Assessment Clearinghouse

<https://psrac.bja.ojp.gov/selection/tool-selector>

Descriptions of assessment instruments relative to: violent, sexual, and general recidivism, pretrial misconduct, and other behaviors.

BJA-NIJ Adult Drug Court Research to Practice (R2P) Initiative

<https://www.nij.gov/topics/courts/drug-courts/Pages/research2practice.aspx>

Website archive of webinars and other information on topics including appropriate target population, the role of medication, effective substance abuse treatment, performance measurement and program evaluation for drug courts, and the seven program design features.

Drug Court Research

National Institute of Justice

<https://www.nij.gov/topics/courts/drug-courts/welcome.htm>

Webpages on drug court research and evaluation, including program logic model components, performance measures, and evaluation types (process, outcome, impact, and cost efficiency).

National Registry of Evidence-based Programs and Practices

Substance Abuse and Mental Health Services Administration

<https://www.samhsa.gov/nrepp>

Searchable online registry of mental health and substance abuse interventions that have been reviewed and rated by independent experts.

Offender Assessment Utilizing the Risk-Need-Responsivity Model

Churchill (2011) Residential Substance Abuse Treatment Training and Technical Assistance

<http://www.rsat-tta.com/Webinars/Archived-Webinars>

Brief history of offender assessment; review of the Risk-Need-Responsivity (RNR) Model; role of the RNR Model in the development of offender assessment instruments; connection between offender assessment, treatment planning and provision of services; overview of several fourth generation RNR assessment instruments.

Treatment Improvement Protocols

Substance Abuse and Mental Health Services Administration

<http://www.ncbi.nlm.nih.gov/books/NBK82999/>

- Clinical Guidelines for the Use of Buprenorphine in the Treatment of Opioid Addiction: A Treatment Improvement Protocol TIP 40;

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- Medication-Assisted Treatment for Opioid Addiction in Opioid Treatment Programs: A Treatment Improvement Protocol TIP 43;
- Substance Abuse Treatment for Adults in the Criminal Justice System: A Treatment Improvement Protocol TIP 44; and,
- Incorporating Alcohol Pharmacotherapies into Medical Practice: A Treatment Improvement Protocol TIP 49.
- Medications for Opioid Use Disorder: A Treatment Improvement Protocol TIP 63.

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Please direct questions to Linda Truitt, Ph.D., Senior Social Science Analyst, National Institute of Justice at linda.truitt@usdoj.gov or 202/353-9081.